

Message Text

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FM SECSTATE WASHDC

TO USMISSION USUN NEW YORK IMMEDIATE

C O N F I D E N T I A L STATE 208874

EXDIS

FOLLOWING REPEAT BRASILIA 7246 ACTION SECSTATE 21 SEP 74

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C O N F I D E N T I A L BRASILIA 7246

EXDIS

E. O. 11652: GDS

TAGS: PFOR, BR

SUBJ: POSSIBLE BRAZILIAN TOPICS IN SECRETARY/FOREIGN

MINISTER MEETINGS

1. WE BELIEVE FOREIGN MINISTER SILVEIRA WILL HAVE THE FOLLOWING SUBJECTS PROMINENTLY IN MIND WHEN HE SEES THE SECRETARY ON SEPT. 23 AND SEPT. 28.

A. CUBA: WE BELIEVE THAT SILVEIRA WILL WANT TO GO INTO THIS QUESTION VERY THOROUGHLY. HIS PRIMARY INTEREST WILL BE IN THE U.S. POSITION ON THE BASIC QUESTION, I.E. WHAT WE ARE GOING TO DO ABOUT OUR BILATERAL SANCTIONS AND ABOUT EVENTUALLY REESTABLISHING RELATIONS IN THE EVENT OF A DECISION BY THE MFM TO REMOVE THE SANCTIONS. HE WILL ALSO WANT TO KNOW HOW WE PLAN TO VOTE IN QUITO, ASSUMING CASTRO'S BEHAVIOR BETWEEN NOW AND THEN IS CORRECT. MORE IMMEDIATELY, HE WILL WANT TO EXCHANGE READINGS ON

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THE PROSPECTS FOR THE BRAZILIAN AMENDMENT TO BE ADDRESSED

BY THE POC ON TUESDAY, SEPTEMBER 24. WE RECOMMEND THAT THE SECRETARY BE AS RESPONSIVE AS POSSIBLE TO SILVEIRA'S CONCERNS AND AT THE SAME TIME, BEARING IN MIND THAT SILVEIRA DOES NOT HAVE A FREE HAND ON CUBA, EXTRACT FROM SILVEIRA HIS OWN IDEAS ABOUT THE EVALUATION OF THE BRAZILIAN POSITION, INCLUDING ANY INFORMATION ON SIGNIFICANT POLITICAL APPROACHES BY THE CUBANS.

B. VISIT OF THE SECRETARY TO BRAZIL: AS WE HAVE REPORTED, SILVEIRA PLACES GREAT IMPORTANCE ON A VISIT BY THE SECRETARY TO BRAZIL AS SOON AS POSSIBLE AND WILL CERTAINLY PRESS HARD TO GET A FIRM COMMITMENT AND A SPECIFIC DATE. THERE ARE RECENT INDICATIONS THAT THE UNCERTAINTIES ABOUT THE VISIT, AFTER THE ORIGINAL EXPRESSION OF INTENT TO MAKE IT, ARE CREATING ANNOYANCE AMONG ELEMENTS OF THE POWER STRUCTURE, INCLUDING THE MILITARY, SOME OF WHOM HAVE INDICATED TO OUR DEFENSE ATTACHE A BELIEF THAT BRAZIL IS BEING GIVEN BANANA-REPUBLIC TREATMENT. THOUGH RECOGNIZING THE ENORMOUS DEMANDS ON THE SECRETARY, I CONSIDER IT IMPORTANT THAT SILVEIRA BE GIVEN SOMETHING CONCRETE. IF THE SECRETARY IS UNABLE TO COMMIT HIMSELF, A VISIT BY THE VICE-PRESIDENT (IF A LATIN AMERICAN TRIP BY HIM IS IN THE CARDS) WOULD BE AN ALTERNATIVE THAT WOULD PLEASE THE BRAZILIANS AND PERMIT A FURTHER DELAY IN THE SECRETARY'S VISIT.

C. BILATERAL CONSULTATIONS.: SILVEIRA WILL CERTAINLY WANT TO ADDRESS THIS SUBJECT BY ITSELF AND IN CONNECTION WITH A VISIT BY THE SECRETARY. I EXPECT THAT HE WILL RETURN TO HIS INTEREST IN A FORMALLY STRUCTURED, CABINET-LEVEL MECHANISM, TO BE PRESIDED OVER BY THE SECRETARY AND HIMSELF, WITH OTHER MINISTERS/ SECRETARIES PARTICIPATING AS REQUIRED. THIS KIND OF SYSTEM WAS APPROVED BETWEEN BRAZIL AND JAPAN DURING THIS WEEK'S TANAKA VISIT, AND SILVEIRA IS PUSHING THE IDEA WITH THE BRITISH, GERMANS, FRENCH AND PROBABLY OTHERS, EXAMPLES HE WILL PROBABLY CITE AS ARGUMENTS. (I KNOW THE BRITISH ARE LUKEWARM, BUT I WOULD EXPECT THAT THE OTHERS WOULD GO ALONG). IT SHOULD BE NOTED
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THAT THE ESTABLISHMENT OF THE BRAZILIAN-JAPANESE MECHANISM AND THE PROSPECT OF OTHERS REDUCES THE VISIBILITY FOR US OF SUCH AN ASSOCIATION. THE POLITICAL COSTS ARE THEREFORE ATTENUATED AND THE QUESTION BECOMES ONE OF THE PRACTICAL VALUE AND INDEED FEASIBILITY OF SUCH AN OPERATION FROM THE U.S. POINT OF VIEW. PLEASE ALSO SEE BRASILIA 6769 CONCERNING THE RELATIONSHIP OF POLICY PLANNING

CONSULTATIONS TO THE ORIGINAL SCHEME FOR BILATERAL CONSULTATIONS.

D. COUNTERVAILING DUTIES: SILVEIRA MAY REFER TO THIS, EXPRESSING REGRET AT THE OUTCOME AND HOPE THAT IT WILL NOT STIMULATE SIMILAR ACTIONS AGAINST OTHER BRAZILIAN MANUFACTURED EXPORTS. ALTHOUGH THE PERIOD OF EMOTIONAL, PUBLIC REACTION HAS PASSED (THANKS IN GOOD PART TO THE MODERATION OF THE FINANCE MINISTER WHO RESISTED PRESSURE FROM SILVEIRA TO BEAT THE DRUMS OF INDIGNATION EVEN MORE), THERE IS LITTLE DOUBT IN MY MIND BUT THAT THERE WILL BE A LONG LASTING AND WIDESPREAD POLITICAL AND PSYCHOLOGICAL EFFECT ON BRAZILIAN ATTITUDES TOWARD THE U.S.-BRAZILIAN RELATIONSHIP.

E. GUINEA-BISSAU AND MOZAMBIQUE: SILVEIRA WILL HAVE ALREADY REFERRED IN HIS GA SPEECH TO BRAZILIAN POLICY TOWARD THE EX-PORTUGUESE TERRITORIES, BUT HE PROBABLY WILL ASK FOR THE SECRETARY'S REACTIONS AND WILL WANT TO KNOW U.S. INTENTIONS, PARTICULARLY CONCERNING ECONOMIC ASSISTANCE TO THE NEWLY INDEPENDENT COUNTRIES. FROM CURRENT INDICATIONS IT APPEARS THAT THE NEW GOVERNMENTS OF GUINEA-BISSAU AND MOZAMBIQUE ARE PLACING BRAZIL "ON PROBATION" AS A RESULT OF THE PAST LUSO-BRAZILIAN RELATIONSHIP AND THE GOB'S TARDY SUPPORT OF THE AFRICAN CAUSE. APPARENTLY AS PART OF THE TESTING PROCESS, THE AFRICANS ARE LOOKING TO BRAZIL FOR SUBSTANTIAL ECONOMIC ASSISTANCE, WHICH THE BRAZILIANS CAN PROVIDE ONLY IN A LIMITED WAY AND MOSTLY IN THE FORM OF TECHNICAL ASSISTANCE. SILVEIRA WILL BE INTERESTED IN THE POSSIBILITIES OF COORDINATING U.S.-BRAZILIAN ACTIONS.

2. THE SECRETARY MAY WISH TO RAISE THE FOLLOWING
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MATTERS WITHJNTLVEIRA:

A. BUENOS AIRES MFM: IT WOULD BE HELPFUL IF THE SECRETARY WERE TO PASS ON TO SILVEIRA HIS CURRENT THINKING ABOUT THE MFM IN THE LIGHT OF OAS MOVEMENT ON CUBA.

B. BRAZILIAN POLICY ON ISRAELI BOUNDARIES AND THE RIGHTS OF THE PALESTINIANS: SILVEIRA WILL HAVE ALREADY SPOKEN ON THE MIDDLE EAST IN HIS ADDRESS AND MAY HIMSELF RAISE THE SUBJECT, SEEKING THE SECRETARY'S REACTIONS. HE HAS TOLD ME THAT, IN HIS UNGA ADDRESS, HE WILL "CLARIFY" THE BRAZILIAN POSITION AS EXPRESSED DURING THE VISIT OF MINISTER OF STATE SAQQAF (BRASILIA 7138). THE SECRETARY MAY WISH TO GIVE SILVEIRA HIS VIEWS ON THE EFFECTS OF THE BRAZILIAN POSITION.

IS. NUCLEAR UVWECY: THERE HAS BEEN A VERY RECENT
LOW-LEVEL INDICATION THAT SILVEIRA MAY REFER IN HIS
SPEECH TO BRAZILIAN NUCLEAR POLICY IN THE LIGHT OF
THE INDIAN EXPLOSION. EVEN IF HE DOES NOT, THE
SECRETARY, BEARING IN MIND HEIGHTENED BRAZILIAN
UNEASINESS ABOUT ARGENTINE CAPABILITIES AND INTENTIONS
(BRASILIA 6872), MAY WANT TO TAKE THE INITIATIVE
IN GIVING SILVEIRA HIS CURRENT VIEWS ON PROLIFERATION
AND PNE'S.
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